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FOCUS

On
Water Quality

International Joint Commission — Windsor, Ontario

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PLUARG AND THE PUBLIC

PLUARG is not just another in the daily dose of alphabet soup that Americans and Canadians are faced with in a seemingly endless barrage of acronyms.

PLUARG is the acronym for **Pollution From Land Use Activities Reference Group**, a joint U.S.-Canadian effort aimed at dealing with pollution from non-point sources and its effect on water quality in the Great Lakes.

Created by the International Joint Commission (IJC) in 1972 under the Great Lakes Water Quality Agreement, PLUARG was charged with three basic questions; Are the Great Lakes being polluted from land use sources?; If so, what land use and activities are contributing what types of pollutants?; and how can they be dealt with and what will the cost be?

Problem areas that PLUARG began taking an intense look at included: urban areas; forested areas; liquid, solid, and deepwell disposal areas; shoreline landfilling activities; and lakeshore and riverbank erosion.

As PLUARG started to grapple with the questions posed by the IJC, the study was divided into four sections to deal with specific questions concurrently.

Task "A" assumed the responsibility "to assess problems, management programs and research and to attempt to set priorities in relation to the best information now available on the effects of land use activities on water quality in the boundary waters of the Great Lakes System."

Work in Task "A" is ongoing and involves documenting all of the existing remedial measures in the suspected problem areas. Probable cost assessments are also being computed so that dollar figures can be placed into the final recommendations.

Also under Task "A" PLUARG has begun an information campaign to create awareness of their activities in the eight U.S. states and the Province of Ontario. The first phase of this program will lead to the establishment of public participation panels.

Membership on the panels will be composed of citizens representing as wide a range of viewpoints, as possible.

The nine U.S. and eight Canadian panels will meet individually three or four times between October and December, 1977. Selection of panelists will be made in accordance with recommendations from major public interest groups and community leaders throughout the Great Lakes Basin. Membership will be restricted to a maximum of twenty people per panel. Panelists will be paid travel and meal expenses during their meetings.

To further assist the panels, PLUARG is having a legislative review conducted in each of the eight states and the Province of Ontario. These reviews will include federal, state and local legislation that has been enacted to deal with non-point pollution problems.

In addition, a telephone and personal interview survey will be conducted in both countries to determine the views of people involved in agriculture. The public participation panels will have a great deal of information from Task "A" on alternative remedial measures and the costs by the time they begin meeting in October.

Task "B" began an "Inventory of land use and land use practices, with emphasis on certain trends and projections to 1980 and, if possible, to 2020."

The activities undertaken on the U.S. and Canadian sides for Task "B" have been completed and these reports will be published in time for the panels to use them as a reference.

Task "C" undertook "Intensive studies of a small number of representative watersheds, selected and conducted to permit some extrapolation of data to the entire Great Lakes Basin and to relate contamination of water quality, which may be found at river mouths on the Great Lakes, to specific land uses and practices."

This **Focus** is a land use/citizen involvement issue. By no means are all on-going efforts discussed, but an overview of the kinds of activities which Great Lakes jurisdictions, the federal governments and citizens are sponsoring is presented.

Task "C" activities in Canada began with monitoring programs to determine concentrations and amounts of potential pollutants from various land use activities.

This was followed by a detailed study program to find out the effects on the soil, land use and conservation practices on the concentrations of these suspected pollutants. Information was also derived on how these pollutants are stored and transported. Finally Task "C" developed relationships so this information could be used to predict effects in other geographical areas.

In the U.S., Task "C" undertook studies on several watersheds including: the Genesee River in New York; the Menominee River in Wisconsin; Felton-Herron Creek and Mill Creek in Michigan; and the Maumee River in Ohio. Riverbank erosion work was also done in the U.S. by Task "C" in all these watersheds. In Canada, Task "C" has undertaken similar studies in the Grand, Saugeen and Wilton watersheds.

A great deal of information from Task "C" will be ready for the panels to use as reference, by early fall.

Task "D" is working on a "Diagnosis of degree of impairment of water quality in the Great Lakes, including assessment of concentrations of contaminants of concern in sediments, fish and other aquatic resources."

Members of Task "D" are determining the amounts and types of pollutants found in river mouths. To do this they have had to sample the water, bottom sediments, aquatic life, and study circulation patterns in the Great Lakes, and determine not only the volume of pollutants reaching the lakes from land use activities but also the amount of pollutants being deposited into the lakes from the atmosphere.



Sally Leppard and Marty Clark,
PLUARG Information Officers.

The reports from Task "D" will supply data in time for the panels to use for reference.

The panels will be asked to review the problems, form a consensus and make recommendations for possible measures to deal with the pollution problems in the entire Great Lakes Basin. PLUARG will give very serious attention to the recommendations of the panels in their final report to the IJC in July, 1978. To learn more about the panels, write to either of the authors pictured below, or attend an open house near your home. Canadians can attend these events between July and September. Open houses in the United States will be held during September. Write to the Regional Office for more details. A few panelists will be representatives of the general public, people who attend the open houses' and want to be active in the panel process. Panel meetings will be open, so if you are concerned, but cannot commit the time to be on a panel, attend a meeting. You will be welcome.

CANADA-ONTARIO GREAT LAKES SHORE DAMAGE REDUCTION PROGRAMS

by D.M. Foulds
& D.W. Brown

In 1973 extremely high lake levels combined with some severe storms to produce considerable flood and erosion damage along much of the lower Great Lakes shoreline. Because of the seriousness of the damage and public demands for assistance, the federal and provincial governments carried out a survey to assess the nature and extent of the damage and to recommend remedial measures.

The shoreline survey was carried out jointly by Fisheries and Environment Canada and the Ontario Ministry of Natural Resources. The Great Lakes Shore Damage Survey included new aerial photography, an inventory of shoreline property, a field survey of actual damages sustained during 1972-73 and a determination of long and short term erosion rates on the erodible portion of the Great Lakes. This study culminated in the release of a Technical Report and Coastal Zone Atlas in June 1976. The Technical Report documented the amount of damage, the amount and the effectiveness of existing shore protection, and the nature and value of shoreline developments. The report contained a number of recommendations for follow-up programs on the Great Lakes to reduce shore damage. The principal recommendations were for a public awareness program to better inform the public of the risks of building near the shore, a program to define hazard lands, and the development of shoreline management strategies to reduce future damage through land use controls, land acquisition, and where warranted shore protection.

In the summer of 1976, Canada and Ontario established a task force to implement the recommendations of the Canada-Ontario Great Lakes Shore

Damage Survey. The Task Force is now implementing a public awareness program, a hazard land mapping program, a site specific study to evaluate shoreline management alternatives and a shoreline erosion monitoring program.

Delineation of Shoreline Flood and Erosion Prone Areas

Hazard land mapping was initiated in September 1976. The objective of this program is to produce maps delineating all flood and erosion prone areas on the Great Lakes erodible shoreline. 1:10,000 scale maps are being prepared using photomosaics from the Coastal Zone Atlas. Three lines will appear on these maps — the 1:100 year flood level, the 100-year erosion limit and a line indicating highly dynamic beach areas. The maps will be distributed to local municipalities and Conservation Authorities for planning purposes. The project is nearing completion and the maps should be ready for distribution in the fall of 1977.

Site Specific Study

An intensive study of a section of the Great Lakes shoreline will be carried out during 1977 and 1978.

The main objective of the study will be to develop methodologies for evaluating shore management alternatives on Great Lakes' shorelines exhibiting hazard land characteristics. A secondary objective will be to develop the best management strategy for reducing flooding and erosion problems in the study area.

An 18-mile stretch of the Lake Erie shoreline near Kingsville was selected as the study area. The major task in the Site Specific Study will be to determine the feasibility, costs and benefits of the various shoreline management alternatives. These alternatives range from a continuation of present policies and land use patterns, to land use regulation through zoning and setbacks, public acquisition of hazard lands, and the construction of effective shore protection.

Shoreline Processes Monitoring

Federal-Provincial joint funding of a 5-year, \$100,000 per year, shoreline monitoring program on the lower Great Lakes commenced in 1976. This monitoring program is an extension of a program carried out by Fisheries and Environment Canada and involves surveys of approximately 160 shoreline locations to measure annual and post-storm shoreline changes, supplemented by sequential oblique photographs of the shoreline.

Public Awareness Program

A very important part of the Canada-Ontario shore damage reduction programs is the public awareness program. A four-year public information program has been initiated to make the public more aware of the problems of locating in the shore zone.

The public awareness program has been aimed at the public at large, the shoreline user and the shore-

line municipalities and conservation authorities.

Communications with shoreline residents was undertaken by direct mailing of the brochure "Coping with the Great Lakes" which summarized the findings of the Shore Damage Survey. This brochure was accompanied by a letter explaining the importance of the study and its findings to shoreline property owners and an explanation of how to obtain copies of individual sheets from the Coastal Zone Atlas. This material was mailed to 35,000 shoreline residents on the lower Great Lakes. The greatest response to this mailing came in the form of requests for copies of sheets from the Coastal Zone Atlas which were made available for \$5.00 for a map set made up of two sheets.

During the latter part of 1976, workshops were held in Belleville, London and Burlington with representatives of local municipalities to discuss the findings of the Shore Damage Survey and to encourage a municipal effort toward better shoreline management.

Efforts have also been made to communicate directly with the many professionals concerned with shoreline management problems through their professional associations. A workshop was held on June 15 in Toronto with consulting engineers aimed at informing them of the valuable information available from the Canada-Ontario Shoreline Programs. Also a display on the shoreline damage program has been shown at the Community Planning Association of Canada conference in Chatham, June 19-21 and the Convention of the Town Planning Institute of Canada in Toronto on June 26-29.

The general public will be addressed through a series of television and radio public service announcements designed to heighten awareness of shoreline problems.

The main thrust of the Public Awareness Program for the next three years will be to help set up local information programs through the various Conservation Authorities who are now being encouraged to initiate their own information programs through a series of meetings with their Information and Education Advisory Boards. To date meetings have been held with Boards of the Credit Valley, Maitland Valley, Nottawasaga Valley, Prince Edward Region, Hamilton and Region, Essex Region and the Metropolitan Toronto Region Conservation Authorities. The response from these Boards has been positive and further meetings with other Conservation Authorities are being planned.

During the course of these programs, a continuing liaison is being maintained with the Great Lakes Basin Commission and their public awareness program in the United States.

Further information on the public awareness program may be obtained by contacting R. Keir, Information Branch, OMNR, Whitney Block, Queen's

Park, Toronto or A.R. Kirby, Information Unit, CCIW, P.O. Box 5050, Burlington, Ontario.

Board are located on the fifth floor, 1 St. Clair Avenue West, Toronto, Ontario M4V 1K7. The Board's telephone number is 416-965-2531.

PARTICIPATION PROJECT AT THE ENVIRONMENTAL ASSESSMENT BOARD

by Kathleen F. Maurer

Research aimed at increasing the public's input into decision-making is underway at the offices of the Environmental Assessment Board of Ontario. The four-month study has two major objectives. The first is to suggest procedural options for the conduct of hearings under the Environmental Assessment Act, 1975. Second, the project will produce a guidebook for distribution to the public to assist those interested in appearing before the Board.

The Environmental Assessment Board (EAB) was established in April 1976 under the Ontario Environmental Assessment Act. It is an independent and impartial Board responsible among other things for the conduct of hearings under the Assessment Act. The EAB is in the process of designing hearing and other procedures which will govern the conduct of its activities under this Act.

In the design of these procedures the Board hopes to draw from the experiences of numerous other boards and commissions. They will be chosen from within Ontario, other provinces, several states and at the federal levels in both Canada and the United States. Approximately 100 active boards and commissions throughout these jurisdictions which depend upon public input will be contacted for study.

The Board is interested in both the variety of hearing procedures in use, as well as other methods of soliciting input from the public. Data gathered will be used to identify and critically analyze optional procedures with a view to their potential for implementation by the EAB.

In addition, the Board hopes to receive both formal and informal contributions to this study from the public. EAB staff researchers plan to distribute questionnaires to those in attendance at several of the EAB hearings throughout the summer to get feedback about the Board's existing hearing processes. The Board also welcomes comments from members of the public about its public participation procedures.

The second major objective of the study, preparation of a guidebook, will follow once the Board's procedures are better defined. The guidebook will briefly explain the operations, procedures, and functions of the Environmental Assessment Board, including the larger environmental decision-making procedure of which the EAB is a part. It will also offer suggestions to members of the public about how to make more effective presentations before the Board.

The offices of the Environmental Assessment

CITIZEN PARTICIPATION IN NEW YORK STATE'S LAND USE PROGRAMS

by Al Bromberg

New York State Department of Environmental Conservation

Citizen participation is a vital element in New York State's land use programs which include statewide and local land use planning, coastal management and areawide waste water planning, among other programs.

Statewide Comprehensive Planning-Land Use

New York State's Statewide Land Use Planning Program under the Federal Comprehensive Planning Assistance Act Program (701) is administered by the Secretary of State. It is directed at providing a statewide process for orderly land use planning and management that will provide policy guidance for both public and private sectors and will encourage effective decision making regarding land use issues. The evolving statewide planning process is designed to be responsive to local and regional needs, allow for citizen involvement and integrate State functional plans and needs.

In order to develop greater citizen interest and participation in statewide land use planning, the Division of State Planning of the Department of State conducted major citizen participation meetings in Buffalo, Syracuse, Watertown and at other places. The meetings provided an opportunity for interested parties to discuss land use issues in locally chaired workshop sessions. These sessions produced comments and ideas regarding land use problems, strategies and implementation recommendations.

For further information on citizen participation in New York State's Statewide Land Use Planning Program, contact Mr. Henry G. Williams, Director of State Planning, New York State Department of State, 162 Washington Avenue, Albany, New York 12231. (518-474-7210).

Coastal Management Program

New York State's Coastal Management Program under the Federal Coastal Zone Management Act is also administered by the Secretary of State. It provides an opportunity to plan for the wise management of New York's coastal resources. The State has been working closely with other State agencies such as the Department of Environmental Conservation and the St. Lawrence-Eastern Ontario Commission and with regional planning bodies and local governments in the development of a State coastal management program. The State's coastal management program containing specific recommendations regard-

ing the scope of the State's program with measures to carry it out will be complete in draft form in 1978. In the Great Lakes Basin, the St. Lawrence-Eastern Ontario Commission together with regional and county agencies are contributing significantly to the development policies and organization procedures.

A strong citizens' participation program has been developed. A State Coastal Management Citizens Advisory Committee representing coastal zone areas and diverse interests and concerns has been meeting to advise the Secretary of State on matters relevant to the Coastal Management Program.

At the regional and local levels each participant has developed and implemented an active citizens' participation program.

For further information on citizen participation in New York's Coastal Management Program, contact Mr. Robert Hanse, Acting Coastal Program Manager, New York State Department of State, 162 Washington Avenue, Albany, New York 12231. (518-474-8834).

Areawide Waste Water Planning (208)

Another program having a substantial impact upon land use planning is areawide waste water planning under Sec. 208 of the Federal Water Pollution Act. The Commissioner of the Department of Environmental Conservation has been designated by the Governor as responsible for assuring that the requirements of Section 208 are carried out. The Department provides support to designated areawide waste water planning agencies, two of which are located in the Great Lakes Basin, in addition to monitoring their progress. In the designated areas the Department's responsibilities include certification of each Areawide Waste Treatment Plan prior to its submittal to the Federal Environmental Protection Agency and incorporation of the plan into the State's overall water quality management plans.

The Department of Environmental Conservation provides substate agencies with two major categories of services: coordination and liaison, and technical and programmatic consultation. Coordination and liaison activities include a review function and close coordination between 208 planning and other DEC programs such as water quality monitoring, design and construction of municipal treatment facilities, waste water discharge permits and Section 201 planning for municipal facilities.

Technical and programmatic consultation will be provided from the pool of expertise and experience within the Department.

Public participation is an important element in the water quality planning program. Each of the designated areawide programs has active citizen participation programs including Areawide Citizens' Advisory Committees, Policy Advisory Committees and other related mechanisms.

For further information on citizen participation in

the water quality management planning program, contact Mr. Thomas Eichler, New York State Department of Environmental Conservation, 50 Wolf Road, Albany, New York 12233. (518-457-1952).

Substate Land Use Planning

New York State's substate land use planning program is directed at providing local governments with the means of addressing local land use concerns, current and future.

Public participation is a key element in local land use planning programs. Local planning agency meetings are open to the public and usually provide specific time for comments and questions from the public. The use of special public meetings for particular issues is growing as is the use of regularly scheduled newsletters.

PUBLIC PARTICIPATION . . . MORE THAN A LAW

by Annette Nussbaum
Public Participation Co-Ordinator
Region V 208 Program

Citizen participation in water cleanup is a privilege, a burden and a personal responsibility.

The privilege for individuals to be able to "make a difference" about the quality of water where they live is a fairly recent concept in the planning process. Traditionally, planners assess population projections, geographical, industrial and social conditions of an area, equate these factors with textbook theory, and frequently discover they have produced "shelf plans" which are not economically or socially acceptable to the people who will have to live with and pay for them. But there is no doubt about the importance the U.S. Congress placed on public input in elements affecting the 208 water quality management program of Public Law 92-500. The law clearly states that "public participation in the development, revision and enforcement . . . shall be provided for, encouraged and assisted by the (Federal) Administrator and the States." In EPA Region V this mandate has been interpreted to include the broadest base of public involvement possible.

Although Region V's Southcentral Michigan Planning Council has been in business only since July, 1973, it has attracted the attention and involvement of local citizens with a strategy that could serve as a model for many older, more established agencies. Their planning effort receives strong support from the four colleges and universities located in the area and from the two largest industries — Kellogg's (in Battle Creek) and the Upjohn Company (Kalamazoo) — from whose organizations have come "problem solving" advisory committee members.

"Long-range planning is a way of life in this part of Michigan," claims the agency's 208 project manager Richard Simms, referring to ex-Governor Romney's interest in the regional approach when he

created 14 separate regional districts to serve the entire State of Michigan. "As long as SMPC doesn't express preference in local affairs, the 123 units of government enjoy a symbiotic relationship with us. The rural areas, with limited staff offices, use our regional office to help draft ordinances and put together grant applications . . . on the other hand, the regional office has the ear of the villages, city, townships and counties in the five counties for which we have 208 responsibility. They all realize this kind of regional planning is survival, and we've learned to live together.

Our initial experience with citizen involvement in 208 planning was a draw—for every environmentalist who became involved in the program, an industrialist would counter the issue expressing the industry's vested interest. But then we began to involve local lake residents whose basic concern is the water where they live. Involvement of lake and stream associations, and a campaign of personal letters to community leaders followed up by phone calls, made possible a functioning citizen advisory committee. One of our active citizen participants is past president of Kalamazoo's Labor Council AFL/CIO. His interest stems from a concern that the planning effort may create conditions that will affect the economy adversely. 208 is serious business to him, and we are fortunate to have this two-way communication early in the planning process. The presence of farmers at our meetings tends to make other committee members more pragmatic when they hear farmers, who have been involved in land use regulations for years, bring up basic questions like 'what does it take (dollars) to implement the program?' and 'how much federal help can we expect after the two-year planning program?' The general attitude of citizens from urban areas is that sewers are the panacea for all water problems, and that if 208 can help bring more construction grants into the area, it will have served a useful purpose."

Citizen participation in Kalamazoo brings many diverse points of view to SMPC, and its two-way educational demands have necessitated close teamwork from the four-person 208 staff.

Bringing the public into the 208 planning process can be a burden. Most planning agencies will agree that it's easier to depend solely on the input of those elected officials the agency can interest in water quality management than try to incorporate neighborhood "feelings" about water pollution into a flexible planning structure reflecting alternate choices. It is the elected officials who will eventually be responsible for 208 resolutions necessary for State certification and it is the elected officials who head up any agency's priority list of "affected publics." One Region V agency unwittingly developed a strong citizen involvement program when it leaned completely on its elected officials—the Policy Advisory Committee—for input. Members of environmental

organizations, the League of Women Voters Task Force, lake associations, university biologists and urbanologists, among others, felt they were being summarily excluded from the planning process that would affect the quality of water in their area. After a series of meetings they finally convinced the planning agency it was easier and more productive to use this citizen energy than to figure out schemes to avoid it.

One agency's 208 manager commented. "I was skeptical initially about public participation in 208 water quality management planning. I thought it just wasn't cost effective. I was brainwashed into thinking if we have the support of the elected officials and the major technicians we could accomplish all of the tasks demanded by 208. But when the political base erodes, it's great to have citizens there to save the program, because in the last analysis it is citizens who can be the ultimate influence on elected officials. Many elected officials are interested in Section 208 of PL 92-500, but more often than not they do not become expert in its variations and many possibilities. Clean water is not always the number one priority on an elected official's time. They want the alternatives spelled out. Involved citizens tend to bring a variety of interests to the program, but they see water quality as a personal cause and effect issue."

Imparting a sense of personal responsibility for the water our children inherit is one of the unwritten mandates of Section 208 of the Clean Water Act. Any program that has a 20 years implementation timetable that may encompass tax increases, restricting ordinances, conservation measures, and presents a specter of economic trade-offs, needs an enlightened and involved public to see it through.

The 208 water quality management program has provided the technical tools to save the waterways, and it has built-in provisions for the people to be heard. We can no longer point to industry and say "it's all their fault." It's everyone's responsibility and, in the end, what will save the rivers and the lakes is that a lot of people and groups who seldom agree on anything will come together on these issues that affect the water where they live and work.

BOOKSHELF

ECO by Charles E. Hamilton, is a handbook of classroom ideas to motivate the teaching of elementary ecology. Games, activities, projects and discussion topics are outlined to help increase awareness and understanding of the total environment and man's relationship to water and solid waste. **ECO** was published in 1974 by Education Service Inc., P.O. Box 219, Stevensville, Michigan 49127. Write to that address for price information.

The Journal of the Fisheries Research Board of Canada, Volume 34, No. 6, June 1977, is a special issue on Pulp and Paper Mill Effluents in a Freshwater Environment. For copies, check your nearest major library or write to: Fisheries and Marine Service, Scientific Information and Publications Branch, Ottawa, Ontario K1A 0E6.

"Great Lakes Research Vessels, Capabilities and Preliminary 1977 Schedules" has been prepared by the Great Lakes Basin Commission under contract to the U.S. Environmental Protection Agency. For copies, write to: Dr. W. Sonzogni, Great Lakes Basin Commission, 3475 Plymouth Road, Ann Arbor, Michigan 48106.

Two recent releases from the University of Wisconsin Sea Grant Program (1800 University Avenue, Madison, Wisconsin 53706) deal with PCBs. Linda Weimer's stories, "PCBs and the FDA" and "The Scientific Evidence Against PCBs, How Convincing Is It?" may be of interest.

"Mirex in the Sediments of Lake Ontario" by Dr. R.L. Thomas, is now available from the author at the Great Lakes Biolimnology Laboratory, Canada Centre for Inland Waters, 867 Lakeshore Road, P.O. Box 5050, Burlington, Ontario L7R 4A6.

"PBBs: One State's Tragedy" by Annable Hecht, may be of interest to Michigan readers. Find it in the *FDA Consumer*, Vol. II, No. 1/February 1977, pages 22-27.

Four books about land use laws are available from the Conservation Foundation, 1717 Massachusetts Avenue N.W., Washington, D.C. 20036: **Zoning Hawaii: An Analysis of the Passage and Implementation of Hawaii's Land Classification Law**, by Phillis Meyers (128 pages, \$4.95 paperback); **The New Oregon Trail**, by Charles E. Little (37 pages, \$1.50); and **Slow Start in Paradise** - land use in Florida, by Phillis Meyers (34 pages, \$1.50).

"A Water Quality Study of Cootes Paradise 1976" can be obtained from Ontario Ministry of the Environment's Hamilton Regional Office at 140 Centennial Parkway North in Stoney Creek L8E 3H2. The report found that water quality in Cootes Paradise, a significant marsh and wildlife areas between Hamilton and Dundas, and the Desjardins Canal is being impaired by high nutrient levels. At low stream flow 80 to 90 percent can be attributed to the Dundas sewage treatment plant. By October, 1978, Dundas expansion should be complete, and phosphorus removal equipment should reduce loadings 90 to 95 percent. See the report for more findings and actions in the works to remedy problems.

BRIEFS

Environmental Health Bulletins are being issued by the Ontario Ministry of the Environment. In April, because of high Mirex and PCB levels, MOE warned that people should eat only occasional meals of rainbow smelt taken from Lake Ontario. Women who are or who may become pregnant, nursing mothers and young children are advised not to eat such fish. A similar warning was issued against eating Lake Superior whitefish, white sucker and lake trout taken near Marathon because of high mercury levels.

The U.S. Food and Drug Administration has proposed to lower the tolerance level for PCBs from 2.5 ppm (parts per million), to 1.5 ppm in fat of milk and dairy products; from 0.5 ppm to 0.3 ppm in eggs, from 5 ppm to 3 ppm in poultry, and from 5 ppm to 2 ppm in fish and shellfish. This change would further limit commercial fishing activities in the Great Lakes.

Ontario Ministry of the Environment issued a 1 ppm phosphorus effluent guideline for industry in March. Companies which discharge less than 10 pounds a day of phosphorus are exempt from the guideline.

Health-related environmental projects are to receive \$5-million from Ontario's "Provincial" lottery. Two projects are already planned: 1. Abandoned mine tailings will be identified and cleaned up to prevent contamination of water tables; 2. A study of alternative water disinfection methods.

American Can Ltd. was fined \$64,000 for 16 counts of discharging mercury from its chlor-alkali plant at Marathon, Ontario. The company pleaded guilty to the charges which the Ontario Ministry of the Environment brought under the Canada Fisheries Act.

The Federation of Ontario Cottagers Associations and the Ontario Federation of Anglers and Hunters will be collecting bass after June 25 from nine of the Muskoka Lakes to assist the Ontario Ministry of the Environment and Ministry of Natural Resources in fish contaminants studies. Anyone who wants to help should contact the organizations: Cottagers, P.O. Box 385, Station "A", Scarborough, (416) 752-6269; or Anglers, P.O. Box 1269, Campbellford K0L 1L0, (705) 653-3149. Fish must be tagged properly and collected in a wide range of sizes, so it is important to work with these organizations to be sure your help is useful.

The U.S. Supreme Court ruled in a unanimous decision in favour of EPA against eight inorganic chemical manufacturers' challenge, confirming EPA's authority to issue uniform wastewater standards on an industry-by-industry, not a plant-by-plant basis.

President Carter's fiscal year 1978 budget includes funding for 600 staff jobs for EPA; \$69-million in 1977 for Section 208 planning; \$8-million in 1978 for loans to help fund the local share of treatment plant construction; \$25-million increase for EPA grants to local and state programs; \$80-million increase for comprehensive areawide planning; and \$5.2-billion (instead of the \$400-million in the Ford budget) for construction grant funds for 1977.

In its March issue, the **Journal of the Water Pollution Control Federation** reported results of an EPA survey which predicts that only 33 percent of existing municipal facilities will be in compliance with secondary treatment requirements for July 1, 1977 under PL 92-500. EPA also predicts 90 percent industrial compliance. In Region V, 847 of 2,907 facilities will meet requirements (29.1%), providing 18.4% of the flow into the facilities with secondary treatment. Only 19.8% of the sewered population in EPA Region V, it is anticipated, will be served with secondary treatment.

A regulation to prohibit some uses of PCBs has been proposed by Fisheries and Environment Canada. The regulation is a first step toward phasing out the chemical. PCBs in new products other than capacitors and transformers would be prevented. The regulation is under review.

The Ontario Ministry of Agriculture and Food is continuing a program using weather forecasts to help reduce fungicide use on vegetable crops. Dr. T.J. Gillespie, of the Ontario Agricultural College, reported that yields have not suffered.

EVENTS

The Community Planning Association of Canada will hold its National Planning Conference at the Sheraton Centre in Toronto, September 11-14. Their focus this year will be on problems associated with land use and development as they affect quality of life. For more information, write to: Helen White, Executive Director, CPAC Ontario, 68 Yonge Street, Suite 307, Toronto, Ontario M5E 1L1, or call her at (416) 869-1224.

The first Quebec Conference on Remote Sensing will be held November 3 and 4 in Montreal. Its purpose is to review the most appropriate ways to integrate remote sensing with natural resources management in Quebec. For more information, write to: Dr. Luc Jobin, Scientific Committee, Centre de Recherches forestieres des Laurentides, P.O. Box 3800, Sainte-Foy, Quebec G1V 4C7. Abstracts of no

more than 250 words, should be in French and sent to the same address.

The Royal Commission on Electric Power Planning will hold hearings from mid-May through October. For more information, contact the Commission at 14 Carlton Street, 7th Floor, Toronto, Ontario M5B 1K5, or call (416) 965-2111. For those who need help preparing submissions, or detailed information about the hearings, there is a Public Interest Coalition for Energy Planning in Toronto at 801 Bay Street, 3rd Floor, M5S 1Y9, or call (416) 922-2140. The group produces an information tabloid called **Energy**.

The 108th Annual Meeting of the American Fisheries Society will be held at the Bayshore Inn, Vancouver, British Columbia, from September 14 through 17. For further information contact: Janice S. Hughes, Louisiana Fish and Wildlife Commission, Ouachita Station, P.O. Box 4004, Monroe, Louisiana 70601, or Johanna M. Reinhart, Department of the Environment, Fisheries and Marine Service, Scientific Information and Publications Branch, Ottawa, Ontario K1A 0H3.

IJC WORKSHOPS

In May and June the International Joint Commission sponsored workshops in six locations around Lakes Superior and Huron. Great Lakes Tomorrow co-ordinated the events which were intended to help attendees understand the information contained in the final report of the Upper Lakes Reference Group. Local concerns included the effects of the Sudbury plume (Collingwood), PCBs in fish (Houghton), beach closings due to high bacteria counts (Thunder Bay), asbestos (Duluth), Saginaw River industrial pollution problems (Bay City), and



Dick Robbins, Barbara Clark and Tom Klein with Great Lakes Tomorrow, and Marty Bratzel, ULRG Secretary – in Houghton, Michigan.

problems in the St. Mary's River (Sault Ste. Marie). Everywhere people worried about balancing jobs and environmental needs.

The June and July hearings of the IJC will be reported in the next **Focus**.



Gooseberry Falls, Minnesota, Lake Superior



Madelaine Island Shoreline, Lake Superior

WISCONSIN'S CITIZENS AND COASTAL MANAGEMENT PLANNING

by James H. Purinton

University of Wisconsin—Extension

The 1972 Federal Coastal Zone Management Act requires participating states to incorporate citizen participation in both the planning and implementation of coastal management programs.

Wisconsin, and the other seven Great Lakes states, responded to Congressional concern for the nation's coasts by joining in coastal management program planning.

From the beginning, the Wisconsin Coastal Management Development Program committed itself to public involvement. Program leaders claimed that only through ongoing involvement of all interested parties who have a stake in the future of the coasts—the Legislature, state agencies, regional planning

commissions, local officials, and citizens from all perspectives and walks of life—would Wisconsin be able to put together a satisfactory coastal management program.

The program's organizational structure is evidence of that commitment. A gubernatorially-appointed Coastal Co-ordinating and Advisory Council, representing state and local government and citizen interests, makes Wisconsin's coastal management decisions. A complementary interagency and inter-governmental staffs group, headed by the lead agency, serves the Council with technical expertise and work products.

An independently staffed State Citizens Advisory Committee provides a statewide forum for the broad range of people interested in coastal management and advises the Co-ordinating and Advisory Council on citizen concerns. This group of citizens brought together property owners with recreation enthusiasts, developers and port operators with environmentalists, and general public interest groups with the special needs of agriculture, commerce and recreation.

In addition, three regional citizen and technical advisory committees provide local perceptions of issues and monitor program development. These regional groups also have program staff support and access to decision-makers on the Co-ordinating and Advisory Council.

Throughout the past 2½ years, this multi-level organization has offered ongoing opportunities for public involvement in the planning process—before a specific program was developed. All participants had the chance to review study plans, modify work products, and debate policies. And, as a result of an outside evaluation of its public participation efforts (a relatively rare occurrence), Wisconsin's program sought to improve its track record in openly responding to public concerns.

Though the program's organizational structure provided immediate and responsive public feedback, its real strength has been in initiation and execution of even wider participation strategies. At three different stages in the planning process, the program has held a round of public meetings on the coasts with local officials and citizens. Each time, the program employed multi-faceted participation strategies to elicit citizen concerns. A media campaign accompanied a Governor's proclamation of "Great Lakes Awareness Month". Questionnaires were printed in major state papers. Program staff held workshops, spoke to local civic and special interest groups, and citizen's guides and fact sheets attempted to avoid the jargon of bureaucrats.

In the development of the Wisconsin Coastal Management Program Proposal, over 150 citizens and officials were actively involved in the state and regional organization. Several thousand more came to the public meetings, answered the questionnaires, or heard a presentation on the program. And tens of

thousands more heard of the program by word-of-mouth or through the media and had an opportunity to voice their opinion.

The Result of all These Efforts?

The Wisconsin Coastal Management Program Proposal itself is a direct result of the balanced citizen and intergovernmental involvement present in its development. It is a workable compromise hammered out by diverse and competing publics.

Wisconsin's commitment to citizen participation in coastal management planning may be unique in one other aspect. The decision to go ahead with coastal management in Wisconsin has not yet been made—even at this late stage. In addition to asking the public to respond to the Program Proposal, the program asked citizens if there is a need for coastal management at all.

If the public responds affirmatively, then—and only then—will Wisconsin proceed with a coastal management program that has been developed with, and has the support of, its citizens. To learn how you can still be a participant in the decision and actions to follow, write to Jim Purinton, University of Wisconsin—Extension, 1815 University Avenue, Madison, Wisconsin 53706, or call (608) 262-0020.

CITIZEN INVOLVEMENT IN LAND USE PLANNING IN ONTARIO

Land use planning is the activity by which decisions are made and implemented to achieve the goals and objectives of the jurisdiction undertaking the land use planning in the best interests of its citizens. This activity is the responsibility of the appropriate municipality subject to the approval of the Province of Ontario, the Ministry of Housing. It can and does affect all citizens regardless of their interest, whether they own land or not.

Many interrelated procedures are carried out in the land use planning process. They include the preparation and amendment of the Official Plan, the preparation of the Implementing Zoning By-Law, and the interpretation of these documents by the appropriate committees of the Municipal Council. In large municipalities, planning staff make recommendations to the Planning Board or Planning Committee of Council where appropriate. When considering requests for the severance of property and the variance of zoning by-law provisions, Committees of Adjustment or Land Division Committees (where appropriate) interpret the relevant by-laws and policies.

Many other agencies can affect the land use planning process at the local level. These include the local conservation authority, the school board, other departments of the municipality (for example, the engineering department), federal agencies and provincial agencies.

Municipalities are bound by statute to hold public meetings during the preparation of the Official Plan and/or Amendments and generally are required to make available to interested citizens all pertinent information that is requested. The land use planning process is open to the public during the preliminary stage as well as at the time when Council decides whether or not to adopt the appropriate device before forwarding it to the Provincial level for approval. Participation by citizens does not usually require engaging the services of lawyers or planners, although in certain cases, this would be advantageous. If an Ontario Municipal Board Hearing is required to decide whether or not a land use planning device is to be approved, then the meeting is advertised in newspapers (according to prescribed methods) and by registered letter to adjacent property owners. The Hearings are public and usually time is provided for those citizens who are not represented by counsel to make their viewpoints known.

In areas of the Province of Ontario affected by special purpose bodies, provision is made for notice to be given to contiguous land owners when development applications are being considered. Similarly, Land Division Committees and Committees of Adjustment also notify contiguous land owners when severance applications have been received. The concerned citizen who becomes aware of such proposals should gather as much information as possible. Such information can be obtained by communicating directly with the appropriate agency which has sent out the notice. After considering the facts, the citizen should make his or her opinion known, whether it is positive or negative.

Provincial agencies also hold hearings and meetings to receive the comments of individual citizens, ratepayers groups and special interest bodies regarding land use planning. Hearings are required by statute and are usually more formal than meetings. They both generally suffer from a lack of attendance and expression of opinion by few individual citizens.

Some citizens find it useful to participate with a Ratepayers Group. If their concerns extend beyond the local municipal boundary, they can participate with special interest groups, such as the Sierra Club, the Federation of Ontario Naturalists, the Community Planning Association of Canada, or more localized interest groups.

Concerned citizens should become familiar with the administrative processes in their municipality. They can contact the Clerk of the municipality or the Director of Planning (where appropriate) for information related to land use concerns. Carefully read your local newspapers including reports of council meetings, advertisements for public meetings at the local level and special advertisements from commissions and special purpose agencies. Familiarity with the Official Plan (which is usually accessible through the municipal offices or local library), an

understanding of local issues, and a desire to become involved in the land use planning process are usually all that you need to be effectively involved. Start Soon.

THINGS TO SEE

The Great Clean-Up is a film about the efforts expended to clean up the pollution of the Great Lakes. It was a joint project of the U.S. Environmental Protection Agency and Fisheries & Environment Canada through the National Film Board of Canada. Inquire about the film directly to EPA, Regions II (212) 264-2515, III (215) 597-9826, or V (312) 353-2072, or to the National Film Board, 150 Kent Street, Ottawa, Ontario K1A 0M9. Copies have been distributed to libraries in Ontario; telephone yours before writing the Board.

U.S. EPA has numerous films about the solid waste problem. Twelve are listed in a brochure "Films Tell the Solid Waste Management Story". Write to the nearest EPA Region for a copy. Or write to the office of Public Affairs (A-107), U.S. EPA, Washington, D.C. 20460 and request copies of several brochures describing films you can borrow.

The Kalamazoo Nature Center (7000 N. Westnedge Avenue, Kalamazoo, Michigan 49007) has several short basic environmental education film strips. They are 35mm with audio-cassette taped narration and have frame-by-frame scripts. Write to the Center for details.

CONTRIBUTED ARTICLES

Please contact the Editor if you, your organization or agency would like to submit an article to **Focus**. **DO NOT SEND AN ARTICLE** — explain what you would like to write. You will receive a response to your letter detailing procedures, length and submission dates.

FURTHER BRIEFS

In March, New York's Department of Environmental Conservation issued a modification of its September ban on eating Lake Ontario fish: those not to be eaten at all are coho salmon over 21 inches; chinook salmon, lake trout, brown trout over 18 inches; rainbow/steelhead trout over 25 inches; American eel, smallmouth bass, catfish (other than brown bullhead) and alewife herring. Brown bullheads can be taken anywhere in the lake. Pregnant women, nursing mothers, infants and young children should not eat any Lake Ontario fish. All others may eat lake fish once per week.

Fisheries and Environment Canada (DFE), and the U.S. Army Corps of Engineers announced that Lakes Huron, St. Clair and Erie, though higher than normal, will be well below 1976 levels during the summer if average rainfall prevails. Over the next six months Lake Ontario is expected to be 10-15 centimetres below normal and Lake Superior about 10 centimetres less than normal.

The Ontario Government is working with municipalities in southern and southwestern Ontario on a second year of mosquito control to curb St. Louis encephalitis. Provincial subsidies are provided to municipalities by the Health Ministry to assist local boards of health in control programs. The Environment Ministry's Pesticide Control Section will again be training and licensing municipal staff to use pesticides. Before application, municipalities locate and monitor potential sources for mosquito larvae. Home control programs should start now. To learn how, ask for a copy of the home control pamphlet from Health or Environment Ministry offices or local health units.

FURTHER EVENTS

The U.S. EPA, at the request of the U.S. State Department, held hearings on the topic of the Great Lakes Water Quality Agreement in June in four cities: Duluth, Chicago, Detroit and Rochester. Their purpose was to receive public comments relating to the operation of the Agreement over the past five years, and suggestions for improvements for the future.

Canadian hearing on the Fifth Year Review were held in Toronto and Thunder Bay in mid July.

The Great Lakes Basin Commission will hold its next regular quarterly meeting in the Chicago area. It will be held at the O'Hare-Kennedy Holiday Inn, Rosemont, Illinois, August 16-17. For details contact: Al Beaupre, Great Lakes Basin Commission, 3475 Plymouth Road, P.O. Box 999, Ann Arbor, MI 48106, or call him at: (313) 763-3590.

FOR ADDITIONAL COPIES

Write to Patricia Bonner - Editor, Great Lakes Focus, IJC Regional Office, 100 Ouellette Avenue, Windsor, Ontario, Canada N9A 6T3.

ANNUAL MEETING ON
WATER QUALITY AGREEMENT

From July 18-21, the International Joint Commission received the reports of the Pollution from Land Use Activities Group (PLUARG), Research Advisory Board and Water Quality Board in Windsor. All sessions were open to the public.

On the morning of the 18th, the chairmen of the three groups held a news briefing at which they presented the highlights of their reports and answered questions from the media and general public.

Henry P. Smith III, Chairman of the United Section of the International Joint Commission, presided over presentations July 18 and 20. Chairman of the Canadian Section, Maxwell Cohen, presided July 19 and 21. United States Commissioners Charles Ross and Victor Smith, and Canadian Commissioners Keith Henry and Bernard Beaupre participated in all sessions. The Chairmen jointly conducted a news conference on Thursday afternoon after reporting sessions concluded.

PLUARG Chairmen Norman Berg (United States) and Dr. Murray Johnson (Canada) began the

presentations to the Commission Monday afternoon. Mike, read from the atmosphere and phosphorus contributions from shoreline erosion were reported. Four other PLUARG members discussed the progress the Group's studies in presentations Monday afternoon and Tuesday morning.

On Wednesday Dr. A.R. LeFeuvre (Canada) and Dr. Donald Mount (United States), the Research Advisory Board Chairmen, began that Board's reporting session. Toxic substances, NTA, phosphorus removal and a concept of managing the Great Lakes as a total ecosystem were discussed. Health related concerns received a great deal of interest from the Commission.

On Thursday, Chairmen Dr. Robert Slater (Canada) and George Reed Alexander (United States), presented the Great Lakes Water Quality Board's 1976 annual report to the Commission. Progress, including a few success stories, and problems, including a list of industries which are not in good faith attempting to comply with limitations on their discharges, were discussed. Work on water quality objectives was reported and an overall assessment of Great Lakes water quality was given.

For news releases, report summaries, or the reports themselves, write to the Focus Editor at the Great Lakes Regional Office.

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